

# United Nations Peacekeeping

## Meeting New Challenges

*frequently asked questions*



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*United Nations peacekeeping is facing an extraordinary challenge. The number of operations is reaching a record level, troop deployment is on an upward spiral and the need for more civilian specialists is becoming acute. Early in 2004, the United Nations Security Council was facing the prospect of creating or expanding peacekeeping operations on an unprecedented scale. At that time, the UN's Department of Peacekeeping Operations was managing 15 field operations, including 14 peacekeeping and one political mission. Adding to this list were potential operations in Burundi, Sudan and Haiti. Planning for potential operations in other areas also required the Department's attention. The United Nations has consistently improved its capacity to support operations and to plan for new ones. However, these ballooning demands will test the UN's peacekeeping capacity as never before and will require substantial additional resources if they are to be met. The following questions and answers describe United Nations peacekeeping in 2004.*

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## 1. What is peacekeeping?

Peacekeeping is a way to help countries torn by conflict create conditions for sustainable peace. UN peacekeepers—soldiers and military officers, civilian police officers and civilian personnel from many countries—monitor and observe peace processes that emerge in post-conflict situations and assist ex-combatants to implement the peace agreements they have signed. Such assistance comes in many forms, including confidence-building measures, power-sharing arrangements, electoral support, strengthening the rule of law, and economic and social development.

The Charter of the United Nations gives the UN Security Council the power and responsibility to take collective action to maintain international peace and security. For this reason, the international community usually looks to the Security Council to authorize peacekeeping operations. Most of these operations are established and implemented by the United Nations itself with troops serving under UN operational command. In other cases, where direct UN involvement is not considered appropriate or feasible, the Council authorizes regional organizations such as the North Atlantic Treaty Organization, the Economic Community of West African States or coalitions of willing countries to implement certain peacekeeping or peace enforcement functions.

## 2. How has peacekeeping evolved?

### *From traditional peacekeeping .....*

United Nations peacekeeping initially developed during the Cold War era as a means to resolve conflicts between States by deploying unarmed or lightly armed military personnel from a number of countries, under UN command, between the armed forces of the former warring parties. Peacekeepers could be called in when the major international powers tasked the UN with bringing closure to conflicts threatening regional stability and international peace and security, including a number of so-called “proxy wars” waged by client States of the superpowers.

Peacekeepers were not expected to fight fire with fire. As a general rule, they were deployed when the ceasefire was in place and the parties to the conflict had given their consent. UN troops observed from the ground and reported impartially on adherence to the ceasefire, troop withdrawal or other elements of the peace agreement. This gave time and breathing space for diplomatic efforts to address the underlying causes of conflict.



### **.... to multidimensional peacekeeping**

The end of the Cold War precipitated a dramatic shift in UN and multilateral peacekeeping. In a new spirit of cooperation, the Security Council established larger and more complex UN peacekeeping missions, often to help implement comprehensive peace agreements between protagonists in intra-State conflicts. Furthermore, peacekeeping came to involve more and more non-military elements to ensure sustainability. The UN Department of Peacekeeping Operations was created in 1992 to support this increased demand for complex peacekeeping.

By and large, the new operations were successful. In El Salvador and Mozambique, for example, UN peacekeeping provided ways to achieve self-sustaining peace. Some efforts failed, perhaps as the result of an overly optimistic assessment of what UN peacekeeping could accomplish. While complex missions in Cambodia and Mozambique were ongoing, the Security Council dispatched peacekeepers to conflict zones like Somalia, where neither ceasefires nor the consent of all the parties in conflict had been secured. These operations did not have the manpower, nor were they supported by the political will, to implement their mandates. The failures—most notably the 1995 massacre in Srebrenica (Bosnia and Herzegovina) and the 1994 genocide in Rwanda—led to a period of retrenchment and self-examination in UN peacekeeping.

### **3. What has the UN done to improve peacekeeping since the 1990s?**

In 1999, having decided that a reform of UN peacekeeping was imperative, Secretary-General Kofi Annan undertook a comprehensive assessment of events leading to the fall of Srebrenica and also commissioned an independent inquiry into the actions of the United Nations during the Rwanda genocide of 1994. These assessments highlighted the need to improve the capacity of the UN to conduct peacekeeping operations and in particular to ensure rapid deployment and mandates that met the needs on the ground. UN peacekeeping operations needed clear rules of engagement; better coordination between the UN Secretariat in New York and UN agencies in the planning and deployment of peacekeeping operations; and improved cooperation between the UN and regional organizations. The UN also needed to bolster efforts to protect civilians in conflicts.

Around the same time, demands for UN intervention began to grow again in both size and scope: peacekeeping operations expanded to include rule of law, civil administration, economic development and human rights. In 1999, UN peacekeeping was tasked with setting up an interim administration in East Timor preparing the



way towards independence. The same year, UN peacekeeping undertook a transitional administration mission in Kosovo, after NATO air strikes on the Federal Republic of Yugoslavia had ended. In 1999 and 2000, the Council mandated the establishment of three new operations in Africa (in Sierra Leone, the Democratic Republic of the Congo and Eritrea and Ethiopia).

### ***The Brahimi Report***

*In March 2000, the Secretary-General asked a panel of international experts led by his long-time adviser Lakhdar Brahimi (a former Algerian foreign minister) to examine UN peace operations and identify where and when UN peacekeeping could be most effective and how it could be improved.*

*The Report<sup>1</sup> of the Panel on UN Peace Operations—known as the Brahimi report—offered clear advice about minimum requirements for a successful UN peacekeeping mission. These included a clear and specific mandate, consent to the operation by the parties in conflict and adequate resources.*

*As a result of the report, the United Nations and Member States initiated a number of measures to improve UN peacekeeping. The Department of Peacekeeping Operations (DPKO) was authorized to increase its Headquarters staff to support field missions. DPKO bolstered the military and police advisers' offices. It added a Peacekeeping Best Practices Unit to analyse lessons learned and advise missions on gender issues; peacekeeper conduct; planning for disarmament, demobilization and reintegration programmes; rule of law and other matters. A pre-mandate financing mechanism was established to ensure that a budget would be available for new mission start-ups, and DPKO's logistics base in Brindisi (Italy) received funding to acquire strategic deployment stocks. Ongoing training was strengthened to provide additional rapid response capacity.*

*DPKO reorganized the UN Stand-by Arrangements System (UNSAS), a roster of Member States' specific resources including specialized military and civilian personnel, material and equipment available for UN peacekeeping. The new UNSAS now provides for forces to be made available within the first 30 to 90 days of a new operation. The effort to get clear and realistic mandates from the Security Council has also progressed.*

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<sup>1</sup> A/55/305-S/2000/809

## 4. What are the current challenges to successful peacekeeping?

The challenges that face UN peacekeeping in 2004 are immense. In the Democratic Republic of the Congo, for example, the UN is supporting a transitional government in a huge country with minimal infrastructure and little national cohesion. It is preparing Kosovo and the parties involved for talks on final status. It is building up its mission in Liberia and managing the downsizing of UN operations in Timor-Leste and Sierra Leone. At the same time, new crises have flared and new peace agreements have been signed. Several of the world's most capable militaries are heavily committed—mostly in Iraq and Afghanistan—while developing countries, which make up the UN's top 10 contributors to peacekeeping operations, have limited means.

In early 2004, the Department of Peacekeeping Operations was managing 15 field operations (14 peacekeeping operations and one political mission) and facing the prospects of at least four new or expanded missions. The number of uniformed personnel deployed in peacekeeping operations was expected to grow from 51,000 to some 78,000 with the addition of 25,000 troops, 2,500 civilian police and 1,500 military observers. Some 42 senior officials—civilian, military and police—could be needed to manage these operations on the ground, along with 6,500 civilian personnel (added to some 9,700 already deployed) as well as necessary material resources such as vehicles and office and communications equipment. The peacekeeping budget may nearly double as a result: additional missions could require an estimated \$2.38 billion above the currently proposed budget of \$2.68 billion for 2004-2005.

The growth in African peacekeeping has been particularly remarkable and could be a sign that decades of major conflict in the continent are coming to an end. In addition to missions in the Democratic Republic of the Congo, Liberia and Sierra Leone, the UN was also managing peacekeeping operations in Ethiopia/Eritrea and Western Sahara, deploying a new mission in Côte d'Ivoire and planning for possible operations in Burundi and Sudan. Somalia as well was moving towards peace agreements that could require UN peacekeeping. Beyond Africa, a new peacekeeping operation was being planned for Haiti.

### Key factors

Certain factors are universally critical for the success of any UN peacekeeping operation, regardless of location. The international community must diagnose the problem correctly before prescribing peacekeeping as the treatment; there must be a peace to keep; and all key parties to the conflict must consent to stop



fighting and to accept the UN role in helping them resolve their dispute. Members of the Security Council must agree on a clear and achievable mandate and the operation's desired outcome. In addition, deployment must proceed at the required pace.

The international community has to be prepared to stay the course. Real peace takes time; building national capacities takes time; rebuilding trust takes time. International peacekeepers must perform the tasks with professionalism, competence and integrity.

Some key issues currently facing UN peacekeeping include:

- ◆ **Personnel:** Finding troop contingents for burgeoning peacekeeping operations—and increasing participation by “northern” countries—remains a major concern. However, a larger challenge is meeting demands for the recruitment of thousands of skilled police officers and civilian staff with expertise in justice, civil administration, economic development or other specialized fields. UN peacekeeping must also secure other capabilities such as tactical air support, field medical facilities and movement control operations—resources usually provided by willing Member States.

Ideally, these personnel would have some knowledge of the language, culture and political situation of the country concerned. They must also be available for deployment on short notice. The UN has recently broadened the civilian police eligibility pool to include retired officers. In addition, it has placed a high priority on training and on building rosters of rapidly-deployable, qualified staff.

- ◆ **The need to restore basic services and government:** In the past, international donors have been reluctant to pay for civil service salaries or basic office equipment in local administrations. Currently, however, there is a growing consensus on the need to shore up basic state services, including the judiciary, civil administration and public utilities and to return post-conflict societies to normalcy as quickly as possible.
- ◆ **Law and order:** The UN has included rule of law as a critical part of mission planning and has made considerable progress in establishing a capacity to support activities by police, judiciary and corrections in ongoing operations.

In post-conflict societies, a judicial system—legal frameworks, courts, judges and prosecutors, prisons—must be able to render independent and fair justice at an early stage. If the local police force has lost credi-



bility with the population, it may be necessary to deploy a temporary international force or to undertake a comprehensive retraining programme. The situation may call for a tribunal dedicated to redressing past war crimes, or for a truth and reconciliation commission.

- ◆ **Elections and restoration of democracy:** Several peacekeeping missions have been mandated to conduct elections. Elections are not a quick fix, however, and the UN has learned the importance of creating the right conditions first, including an acceptable level of security, a legal framework, a transparent voter registration process and sometimes even a constitution, with the consensus of all actors involved.
- ◆ **Security:** An insecure environment hinders peacekeeping and peacebuilding. Successful peacekeeping often requires large numbers of troops, particularly in the initial period of the mission. Their presence can provide some stability and security until a credible local police force can be built up.

The safety and security of UN field personnel became an issue of great concern within the UN with the unprecedented attack on UN headquarters in Baghdad on 19 August 2003, causing Secretary-General Kofi Annan to order a review of the entire United Nations security system. Improvements are ongoing and require further support by Member States.

- ◆ **Collective action:** The United Nations, through the Security Council, has provided a forum for the countries of the world to decide together how to respond to threats to peace and security. The contentious diplomatic prelude to the Iraq war inspired the Secretary-General to appoint a high-level Panel on Threats, Challenges and Change tasked with examining the major threats and challenges the world faces in the field of peace and security and making recommendations on how to respond effectively through collective action. The Panel's report is due in late 2004.

## 5. Who decides to dispatch a UN peacekeeping operation and who is in charge?

The United Nations Security Council normally creates and defines peacekeeping missions. It does this by providing the mission with a mandate—a description of the mission's tasks. To establish a new peacekeeping mission, or change the mandate or strength of an existing mission, nine of the Security Council's 15 member States must vote in favour.



However, if any one of the five permanent members—China, France, the Russian Federation, the United Kingdom or the United States—votes against the proposal, it fails.

The Secretary-General directs and manages peacekeeping operations and reports to the Council on their progress. Most large missions are headed by a Special Representative of the Secretary-General. The Department of Peacekeeping Operations assists the Secretary-General in formulating policies and procedures for peacekeeping, making recommendations on the establishment of new missions and in managing ongoing missions. The Department also supports a small number of political missions, such as the UN mission in Afghanistan.

Senior military officers, staff officers and military observers serving on United Nations missions are directly employed by the UN—usually on secondment from their national armed forces. Peacekeeping troops, popularly known as Blue Helmets, participate in UN peacekeeping under terms that are carefully negotiated by their Governments and remain under the authority of those Governments. The troops and their commanders are deployed as national contingents, which report on operational matters to the mission's Force Commander, and through him to the Special Representative of the Secretary-General.

The authority to send or withdraw peacekeepers remains with the Government that volunteered them, as does responsibility for pay, disciplinary and personnel matters.

Civilian police officers are also contributed by Member States and serve on the same basis as military observers, that is as experts on mission paid by the United Nations.

The Security Council may give its authorization to peacekeeping operations that are carried out by other bodies. Those operations are not under UN command. In 1999, for example, once the NATO bombing campaign was over, the Council authorized NATO to keep the peace in Kosovo. At the same time, the Council set up the United Nations Interim Administration Mission in Kosovo (UNMIK)—a UN peacekeeping operation—and tasked it with administering the territory, ensuring law and order and creating democratic institutions of self-government, including an effective civilian police. The same year, the Council authorized an international force led by Australia to restore security in East Timor, now known as Timor-Leste. That force was replaced the following year by a UN peacekeeping operation. In 2001, the Council authorized an international coalition to maintain a military presence in Afghanistan, while also setting up a UN political mission to support the transitional government.

## 6. How much does it cost?

UN peacekeeping is highly cost-effective. The UN spends less per year on peacekeeping worldwide than the City of New York spends on the annual budgets of its fire and police departments. Furthermore, UN peacekeeping is far cheaper than the alternative, which is war. UN peacekeeping cost about \$2.6 billion in 2002. In the same year, Governments worldwide spent more than \$794 billion on arms—a figure that represents 2.5 per cent of world gross domestic product and shows no sign of decreasing.

In 1993, annual UN peacekeeping costs peaked at some \$3.6 billion, reflecting the expense of operations in the former Yugoslavia and Somalia. By 1998, costs had dropped to just under \$1 billion. With the resurgence of larger-scale operations, costs for UN peacekeeping rose to \$3 billion in 2001.

The proposed peacekeeping budget for the year 2004-2005 is \$2.68 billion. With the addition of a possible four new missions, that amount could grow by \$2.38 billion.

All Member States are legally obliged to pay their share of peacekeeping costs under a complex formula that they themselves have established. Despite this legal obligation, Member States owed approximately \$2.03 billion in current and back peacekeeping dues as of March 2004.

## 7. How are peacekeepers compensated?

Peacekeeping soldiers are paid by their own Governments according to their own national rank and salary scale. Countries volunteering uniformed personnel to peacekeeping operations are reimbursed by the UN at a flat rate of a little over \$1,000 per soldier per month. The UN also reimburses countries for equipment. Reimbursements have been deferred at times because of cash shortages caused by Member States' failure to pay their dues on time. Since the great majority of troops in UN peacekeeping operations are contributed by developing countries, this places an additional financial burden on Member States that can least afford it. Civilian police and other civilian personnel are paid from the peacekeeping budget established for the operation.

## 8. Who contributes personnel?

The United Nations Charter stipulates that to assist in maintaining peace and security around the world, all Member States of the UN should make available to the Security Council necessary armed forces and facilities. Since 1948, close to 130 nations have contributed military and civilian police personnel to peace operations. While detailed records of all personnel who have served in peacekeeping missions since 1948 are not available, it is estimated that up to one million soldiers, police officers and civilians have served under the UN flag in the last 56 years. As of March 2004, 94 countries were contributing a total of more than 51,000 uniformed personnel—the highest number since 1995.

Despite the large number of contributors, the greatest burden continues to be borne by a core group of developing countries. The 10 main troop-contributing countries to UN peacekeeping operations as of early 2004 were Bangladesh, Pakistan, Nigeria, India, Ghana, Nepal, Uruguay, Jordan, Kenya and Ethiopia. About 10 per cent of the troops and civilian police deployed in UN peacekeeping missions come from the European Union and one per cent from the United States. (see table on the back cover)

The head of the Department of Peacekeeping Operations, Under-Secretary-General Jean-Marie Guéhenno, has reminded Member States that “the provision of well-equipped, well-trained and disciplined military and police personnel to UN peacekeeping operations is a collective responsibility of Member States. Countries from the South should not and must not be expected to shoulder this burden alone”.

As of March 2004, in addition to military and police personnel, more than 3,200 international civilian personnel, 1,200 UN Volunteers and nearly 6,500 local civilian personnel worked in UN peacekeeping missions.

## 9. Can UN peacekeepers use force?

The concept of traditional UN peacekeeping holds that peacekeepers are unarmed or lightly armed and can use force only in self-defence. In the last few years, however, events have led to debate on how to make UN peacekeepers more effective in dangerous and complex missions, while ensuring their impartiality.

Under-resourced, under-sized peacekeeping operations with weak rules of engagement have proved to be ill-suited to contain armed factions arising in the period following civil wars. In some cases, UN peacekeepers themselves have come under



attack and sustained casualties. Increasingly, the Security Council has mandated peacekeeping operations on the basis of Chapter VII<sup>2</sup> of the United Nations Charter, allowing peacekeepers to adopt a robust posture with weaponry that creates a deterrent effect. Rules of engagement governing the use of force have been strengthened, allowing peacekeepers in missions where this is warranted “to use all necessary means” to protect civilians in their immediate vicinity and prevent violence against UN staff and personnel. Currently, UN missions in the Democratic Republic of the Congo, Liberia, Sierra Leone, Kosovo, Timor-Leste and Côte d’Ivoire operate under “Chapter VII” mandates.

While affirming the Blue Helmets’ right to defend themselves and those they are mandated to protect, the Secretary-General has stressed that this new “doctrine” should not be interpreted as a means of turning the UN into a war-fighting machine, and that the use of force should always be seen as a measure of last resort.

## 10. How is the UN cooperating with other peace and security organizations?

Beginning in the 1990s, UN peacekeeping has increasingly engaged in partnerships with regional organizations. These partnerships will be all the more crucial in 2004 as UN peacekeeping embarks on new operations that will stretch current capacities.

The UN set up its first operation co-located with a regional peacekeeping force in Liberia in 1993. That force was deployed by the Economic Community of West African States (ECOWAS). In 1994, the UN operation in Georgia began working with the peacekeeping force of the Commonwealth of Independent States. In the second half of the 1990s, operations such as UNMIBH in Bosnia and Herzegovina and UNMIK in Kosovo worked in tandem with NATO, the European Union (EU) and the Organization for Cooperation and Security in Europe. In Afghanistan, the NATO-led International Security Assistance Force works closely with the UN political support mission.



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<sup>2</sup> Chapter VII of the United Nations Charter is entitled “Action with Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression. Chapter VI deals with the “Pacific Settlements of Dispute.” Chapter VII outlines when the Security Council may authorize armed force to “give effect to its decisions” in threats to peace, breaches of a peace or acts of aggression.

More recently, other peacekeeping partners have stepped in to assist UN peacekeeping at critical moments to bridge gaps in deployment and strength and to further develop rapid response capabilities. In July 2003 in the Democratic Republic of the Congo, Operation Artemis, a French-led European Union force, stabilized the situation in Bunia, Ituri province, where civilians were being targeted by warring factions. Authorized by the Security Council for 90 days, the force stanching the violence, got weapons off the streets and saved thousands of civilians. It also prepared the way for the Ituri Brigade, deployed by MONUC, the UN peacekeeping operation in the Congo, before the EU force withdrew. In October 2003, in Liberia and more recently in Côte d'Ivoire, ECOWAS forces paved the way for the deployment of United Nations troops. In addition, regional brigades are being formed in Africa as part of the African Standby Force—an initiative of the African Union welcomed and supported by the United Nations.

These cooperative arrangements with regional and other international security organizations have improved the international community's efforts to end conflicts in some areas and helped restore international faith in the utility of UN peacekeeping. They also demonstrate the need for and commitment to continued peacebuilding in post-conflict situations.

## **11. What is being done to address HIV/AIDS in UN peacekeeping?**

The United Nations bases its current HIV/AIDS policy on non-discrimination and respect for international human rights law. Preventing the transmission of HIV among peacekeepers and host communities is a key priority of the UN, which strongly encourages voluntary confidential testing and counselling of peacekeepers, both before deployment and in the mission area. A standardized training programme has been developed for troop-contributing countries to ensure that all uniformed peacekeepers get complete HIV/AIDS information before they deploy. There are now mission training cells and HIV/AIDS advisers in many peacekeeping operations.

Peacekeepers also carry UNAIDS awareness cards that contain basic facts about the transmission and nature of the disease. In addition, the safety of blood and blood products for transfusion in mission clinics is ensured by using supplies from World Health Organization monitored sources.

## **12. What is being done to address trafficking of persons in peacekeeping operations areas?**

In many instances, human trafficking is supported by organized crime and by those in a position to manipulate post-conflict vulnerabilities for revenue. The UN is working to prevent peacekeepers from becoming a source of demand that traffickers may target. Sensitization programmes for military and civilian personnel are under way in new and current missions, and specific training materials are also being developed. Other tools include guidance for the detection and identification of these activities and model legislation for national plans of action. Any involvement of peacekeeping personnel in human trafficking or any other form of sexual abuse or exploitation constitutes an act of serious misconduct and results in disciplinary measures.

Efforts are also being made at UN Headquarters and with Member States to strengthen the mechanisms for detection and investigation of discipline problems as well as the conduct of disciplinary proceedings and follow-up in missions.

## **13. What is the UN doing to encourage the participation of women in peacekeeping?**

In its resolution 1325 of 31 October 2000, the Security Council expressed its willingness to incorporate a gender perspective into peacekeeping operations and urged that a gender component be established in peace missions. Gender offices have been placed in large, multi-dimensional peace missions and gender focal points in small missions. In addition, a number of missions have undertaken measures to promote gender balance in local police forces and to work with newly restructured police forces on issues related to domestic violence and human trafficking.

The need to increase the participation of women in all aspects of peace operations and at all levels, particularly at the highest levels of decision-making, remains a priority concern. The first female Special Representative of the Secretary-General was appointed in 1992 in the United Nations mission in Angola. Now, years later, there is still only one Special Representative who is a woman (in UNOMIG, the United Nations Observer Mission in Georgia). The Secretary-General has called on Member States to increase the recruitment of women as military observers, peacekeeping troops and civilian police.

## 14. Why should countries contribute troops to UN peacekeeping?

All Member States agreed under the UN Charter to provide armed forces for the purpose of maintaining international peace and security: peacekeeping is an international collective responsibility. UN peacekeeping is one of the specific and unique tools available to the international community to help resolve conflicts and prevent internal wars from destabilizing regions, when the conditions for its success exist. UN peacekeeping is also cost-effective when compared to the costs of conflict and its toll in lives and economic devastation.

As an investment, UN-led peacekeeping operations—as opposed to those conducted by ad-hoc coalitions—have the distinct advantage of a built-in mechanism for globally sharing the financial, material and personnel costs. In addition, the time requirement for deployment of start-up resources for new missions has been drastically reduced through the UN's rapid response capability.

## 15. What are some recent successful UN peacekeeping operations?

While the failures of some UN peacekeeping operations have been well-publicized, the success stories have not attracted similar attention. Absence of conflict does not often get the big headlines. Some recent examples of successful peacekeeping are:

### **Bosnia and Herzegovina**

When the United Nations Mission in Bosnia and Herzegovina (UNMIBH) ended operations in December 2002, the most extensive police reform and restructuring project ever undertaken by the UN had been completed. UNMIBH had trained and accredited a 17,000 strong national police force. In addition to maintaining internal security, this force has made progress in curbing smuggling, the narcotics trade and human trafficking.

### **Timor-Leste**

The UN was called in to East Timor (now Timor-Leste) in late 1999 to guide the Timorese towards statehood in the wake of violence and devastation that followed a UN-led consultation on integration with Indonesia. The United Nations Transitional Administration in East Timor (UNTAET) operated under a multi-



dimensional mandate to provide security and maintain law and order while working with Timorese to lay the foundations of democratic governance. The UN established an effective administration, enabled refugees to return, helped to develop civil and social services, ensured humanitarian assistance, supported capacity-building for self-governance and helped to establish conditions for sustainable development.

The UN still has a peacekeeping presence in independent Timor-Leste (the United Nations Mission in East Timor, UNMISET) to assist in building administrative structures, developing the police service and maintaining security.

## **Sierra Leone**

The efforts of the international community to end an 11-year civil war and move the country towards peace have enabled Sierra Leone to enter a period of democratic transition and better governance with the assistance of the United Nations Mission in Sierra Leone (UNAMSIL). Since the May 2002 elections, Sierra Leone has enjoyed a much improved security environment and continues to work towards consolidating the peace. Key milestones include completion of the disarmament and demobilization of some 75,000 combatants, including almost 7,000 children, and destruction of their weapons. UNAMSIL peacekeepers have reconstructed roads; renovated and built schools, houses of worship and clinics; and initiated agricultural projects and welfare programmes. UNAMSIL is expected to withdraw by the end of 2004, pending careful assessments of regional and internal security.

## **Democratic Republic of the Congo**

Progress has also been achieved by the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). From a small observer mission in 2000, MONUC evolved to become, first, a disengagement and monitoring mission; then an assistance and verification mission for disarmament, demobilization, repatriation, reintegration and resettlement programmes; and now a complex mission tasked with facilitating the transitional process through national elections in 2005. By remaining in contact with all parties of the transitional government, MONUC has helped create an enabling environment for the adoption of key legislation related to the reform of the army and police and competencies of the various ministries and transitional institutions.

A large portion of the country is now at peace, and steps have been taken towards re-unification: the new national flag flies in territories formerly controlled by bel-



ligerents; the Congo River has reopened to traffic; commercial airlines fly between Kinshasa and cities once under rebel control; postal and cellular phone networks have expanded. This has allowed MONUC, which has an authorized strength of 10,800 troops, to deploy contingents to the northeastern district of Ituri, where unrest continued in early 2004.

## **Liberia**

In Liberia, the UN peacekeeping mission, UNMIL, was dispatched in record time to assist in the implementation of a comprehensive peace agreement. Even before UNMIL's full authorized strength of 15,000 uniformed personnel was reached, the security situation in the country improved dramatically. Violence and ceasefire violations decreased, and UN peacekeepers paved the way for the provision of humanitarian assistance and for the demobilization, disarmament and reintegration of ex-combatants. The ongoing deployment of troops, civilian police and civil affairs personnel during 2004 will continue to facilitate the restoration of civil administration and governance.

## **16. Why is UN peacekeeping essential?**

Where inadequate political structures fail to provide for the orderly transfer of power, where dissatisfied and vulnerable populations are manipulated and when competition for scarce resources intensifies the anger and frustration among people trapped in poverty, armed conflict will continue to flare. These elements provide fuel for violence within or between States, and countless numbers of weapons, readily available worldwide, provide the means. The results are human suffering, often on a massive scale, threats to wider international peace and security, and the destruction of the economic and social life of entire populations.

Many of today's conflicts may seem remote to those not immediately in the line of fire. But the nations of the world must weigh the risks of action against the proven dangers of inaction. Failure by the international community to try to control conflicts and resolve them peacefully may result in wider conflicts, involving more actors. Recent history has shown how quickly civil wars between parties in one country can destabilize neighbouring countries and spread throughout entire regions. Few modern conflicts can be considered truly "local". They often generate a host of problems—such as illegal traffic in arms, terrorism, drug trafficking, refugee flows, and damage to the environment. The repercussions are felt far from



the immediate conflict zone. International cooperation is needed to deal with these and other global problems. UN peacekeeping, built on a half-century of experience in the field, is an indispensable tool. Its legitimacy and universality are unique, derived from its character as an action taken on behalf of a global organization comprising 191 Member States. UN peacekeeping operations can open doors which might otherwise remain closed to efforts in peacemaking and peace-building, to secure lasting peace.

## Top 35 Contributing Countries to UN Operations

(as of 31 March, 2004)

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	<u>Country</u>	<u>No. of Mil. and Civ. Police</u>
1.	Bangladesh	7,151
2.	Pakistan	6,984
3.	Nigeria	3,386
4.	India	2,919
5.	Ghana	2,494
6.	Nepal	2,292
7.	Uruguay	1,870
8.	Jordan	1,844
9.	Kenya	1,817
10.	Ethiopia	1,812
11.	South Africa	1,466
12.	Ukraine	1,328
13.	Zambia	934
14.	Namibia	860
15.	Morocco	809
16.	Senegal	794
17.	Poland	738
18.	Argentina	674
19.	Guinea-Bissau	649
20.	China*	648
21.	United Kingdom*	577
22.	Portugal	557
23.	Slovakia	519
24.	Tunisia	505
25.	Ireland	490
26.	United States of America*	482
27.	Austria	429
28.	Japan	408
29.	Sweeden	395
30.	Australia	364
31.	France*	330
32.	Russia*	320
33.	Germany	311
34.	Benin	311
35.	Mali	298

(total number of Military and Civilian Personnel = 51,697)

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\* Permanent member of the Security Council of the United Nations



For further information, please visit the web site of the  
Department of Peacekeeping Operations at:  
<http://www.un.org/Depts/dpko/dpko/home.shtml>

